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FPA Memo, 4 Apr 57

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Date: 2/3/79 By:

MEMORANDUM FOR: Acting Deputy Director (Administration)

THRU : Chief of Administration, DD/P

SUBJECT : Survey Report of the SR/Admin/Logistics Section

1. PROBLEM. To re-evaluate logistics type T/O positions with the SR Division with a view toward determining:

- a. The appropriate organizational location for the most economic and efficient performance of essential logistical functions and
- b. The minimum number of personnel estimated to be required for the performance of such functions.

2. FACTS BEARING ON THE PROBLEM.

- a. In the evaluation of this study and its findings consideration should be given to certain basic differences between this division and other area divisions.
- b. The entire system of logistical procedures is in the process of review and correlation with the expanded responsibilities of the Logistics Office. Revisions, coupled with refinements being made in program planning procedures and in budget and finance systems, and the evident need to operate within limited appropriations, will tend to place added emphasis on logistical calculations at all levels.
- c. The Logistics Section, SR/Admin, was established in January 1953 and is operating under functions approved by the C/SR Division (See Tab C). The functions, generally, assign the duties being carried on in the Section. A number of administrative/general service/housekeeping duties are being performed in addition to the specialized logistical activities (See Tab B).
- d. There are no approved functions for a prototype logistical element in an area division. Intra-divisional assignment of functions has been left, very generally, to the discretion of responsible officers in the individual divisions.
- e. The T/O of the Logistics Section is currently under revision. 25X9A2
positions were originally authorized but additional positions have been made available to the Section. There are now people on board (See Tab B for positions and grades). *

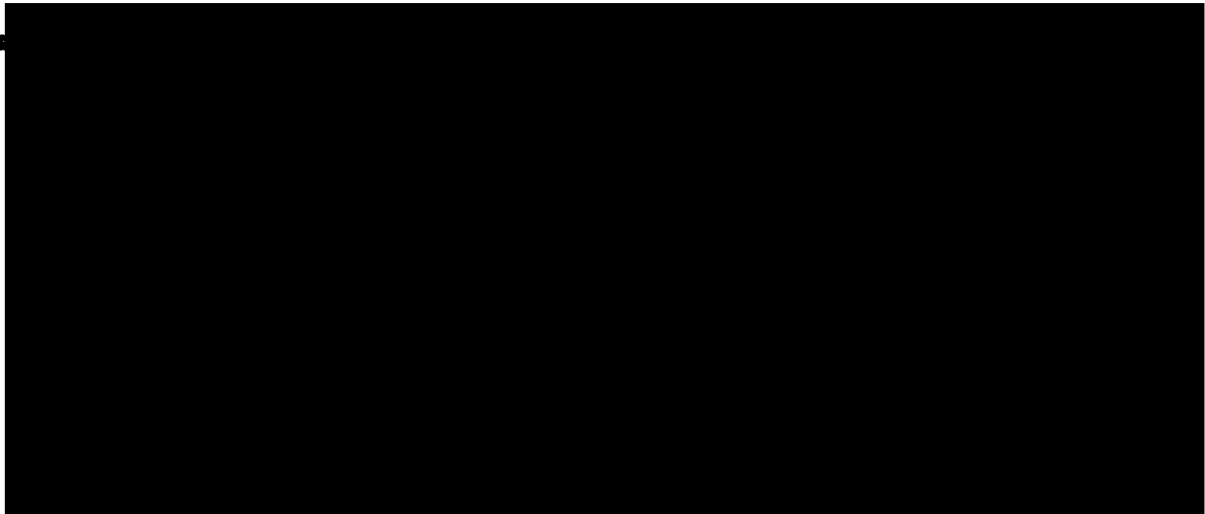
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- f. Current job descriptions have been prepared for the positions in the Section, with the exception of the steno-typist position, as a result of a recent Classification and Wage survey.
- g. The Logistics Section operates in a dual capacity because of the peculiarities of the SR Division. It serves as the staff level logistical element of a headquarters division and, to an extent, as the supply element of a field station.
- h. In the absence of specific work units applicable to the several operations performed in the Section, and any record of the actual time spent on each, it has been necessary to establish certain arbitrary factors and accept such actual counts as are available, with estimates for others. While these factors may have no individual significance, they will prove helpful for comparative purposes as the survey is extended (See Tab A).

3. DISCUSSION



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- b. The Logistics Section, SR/Admin, is stated to have been established as an organizational entity in January 1953. The Section was allocated [redacted] positions. There are at present [redacted] people on board. Action is in process to adjust the T/O to this figure. As a result of this proposed adjustment, current job descriptions have been prepared. The positions have been surveyed by Classification and Wage Division and grades and titles have been established.
- e. As discussed at length in previous reports, the procedures concerning all aspects of the Agency logistics and supply system are under study in order to attain a tighter control and to provide adequate coordination in the preparation and processing of all related documents. The SR Division and its Logistics Section can comply with the intent, but not the letter, of certain procedures because its field operations are carried on through 'host' divisions. There is indication

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at this time that certain impending procedure and regulation revisions will have an effect on the workload of the Section.

- d. The SR Division has adopted the term 'Logistics Section' and has had the personnel of the Section classified as 'Logistics Officers'. This is in accord with the findings of this survey, since it is believed that the term 'supply' does not accurately define the part played by these elements in the overall logistics/supply operation. The SR Division, as discussed elsewhere in this report, has a small supply operation. However, the primary responsibility of the Section lies in the field of requirements and logistics calculations and computations; the supply activity, necessary because of the peculiarities of the area and projects, is a secondary responsibility.
- e. The Section is operating under functions set forth in a division memorandum dated 8 October 1952. It is believed that, at the completion of this survey, a prototype functional statement will be developed which can be accepted, with minor additions or deletions, by all area divisions. It has been noted that each of the divisions surveyed has much the same concept of the responsibilities of a supply/logistics section, though some of the functional statements go far afield.
- f. Logistics Annexes, detailed and priced, have been prepared in this Section for all of the known active projects having materiel requirements (approximately forty-five). These are mainly FI type and the annexes were developed by the Logistics Section with some cooperation on the part of the case officers. This situation is discussed elsewhere in this report. These annexes have been used as a basis for the 1954 budgetary calculations and will be the basis for future Forecasts of Materiel Requirements.
- g. The matter of vehicle records has been a source of some concern in this survey since evidence of records duplication has been apparent in some areas. This is not particularly the case in this division. Three problems in the administration of vehicles appear in this division as they have, to a greater or lesser degree, in all of the divisions surveyed:
 - (1) The need for adequate procedures for the collection of pertinent and timely information concerning vehicles and the transmittal of such information to the Logistics Office for the official records.

Note: Logistics Office has developed, and is now circulating for concurrence, a procedure which is devised to provide for the collection, recording and dissemination of vehicle data. It may be hoped that the installation of this procedure will resolve this problem.

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- (2) The area divisions are responsible to secure documents in evidence of Agency ownership of vehicles furnished certain covert and contract agents. There appears to be no adequate means of forcing such agents to provide these documents. It is stated that repeated requests go unheeded.

Note: There is need for a firm enforcing mechanism to assure that adequate evidence of Agency ownership of all vehicles is immediately available at an appropriate point(s) in this headquarters.

- (3) As noted in the reports of divisions already surveyed, there is a need within DD/P for approved standards by which to determine the justification for the purchase, replacement or disposal of vehicles. Under present procedures it appears that such decisions are dependent upon the pressure exerted by operating personnel. The Logistics Office, which has responsibility for approving requests for the purchase, replacement or disposal of vehicles, is entitled to assurance that any request for such action is based on a firm and approved set of schedules and standards. Former reports have suggested that no one set of standards could be satisfactorily applied to all areas because of the differences in service, terrain and operational conditions. However, an overall Agency policy could be supported by a set of standards applicable to each area division. Such standards would serve the Logistics Section of the division by providing a uniform and equitable basis for evaluating each request and would provide the Logistics Office with assurance on which to make final determination.
- h. The responsibilities of the Logistics Office include the maintenance of the Agency records of vehicles, except those records of ownership of vehicles in the hands of deep cover agents where, in some instances, the keeping of such records has been specifically delegated to individual area divisions by the Logistics Office.
- i. An evaluation of the activities of the Section indicates that they fall into two categories, (a) those of a specialized logistical nature, and (b) those of a purely housekeeping nature. These activities are listed on Tab E. An examination of the Section indicates that the logistical responsibilities are recognized, that related problems are being identified and solutions developed. Grades have been established for the Section which appear to be commensurate with the responsibilities of a division staff. However, as in the other divisions surveyed, the placement of responsibility for a number of non-specialized activities in the Logistics Section has little or no relation to the logistical mission of the element; their performance would not justify a grade equal to any in the Section - except the typist level; and they add nothing to the stature of a staff level specialized unit. It is stated that these activities are performed

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by a typist - GS-5, and do not occupy more than one third of her time. It is not possible to reconcile this statement in view of the known details involved in this type of activity and the time consumed in other divisions in the performance of similar tasks. In the interest of retaining in a specialized element only those functions and duties pertaining to the specialization, and for which the personnel are especially qualified, rated and paid, this report will recommend that non-specialized activities be withdrawn from the Logistics Section.

- j. There is reported to be a marked reluctance on the part of FI Division staff and operative personnel to take SR logistics officers into their confidence to the extent necessary to prepare realistic materiel annexes to projects and budgetary supporting computations or to plan supply requirements and supply timing. Though a full disclosure of all project details might be unwise, it would appear that, in a merged organization, the principle of "need to know" would require all staff and operating personnel to voluntarily seek the aid of administrative elements and to make sufficient project information available to them in order that realistic preplanning could be developed. Administrative personnel get the essential information when materiel is required, but often too late to permit the orderly and economical operation of the supply system. This condition effects manpower requirements for the Logistics Section, one of the basic problems of the survey, in the following manner:

- (1) It requires more manhours of logistics officer time to collect from the case officers a bare minimum of information through daily or weekly contacts that would be required if the case officers were to volunteer the essential information and cooperate fully in the preparation of the necessary logistical documents and calculations. The basic logistics/supply document is the detailed Logistics Annex. The importance of this document cannot be over estimated. It serves several purposes:
 - (a) It is the basis on which to justify the 08-09 money requested for a project at the time it is presented to FRC for approval.
 - (b) It is the only justification to support requests for the allocation of funds in a current year or to be used as supporting budgetary data in connection with requests for appropriations for future years.
 - (c) The consolidation of all Annexes in a division forms the basis for the Forecast of Materiel Requirements. This Forecast is required periodically by the Logistics Office to provide information on which its long range procurement and contracting program is developed and activated. The preparation of this Forecast requires the cooperation of case officer and division logistical personnel because the approximate requirement date must be reflected for each item of materiel in order that Logistics Office may plan its supply mission accordingly.

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- (2) The lack of adequate information and sufficient lead-time causes additional work on the part of logistical personnel in those instances, where special developmental work must be performed by research elements prior to procurement or fabrication.
- (3) The lack of cooperation and coordination effects the entire supply system in the matter of shipments. Only by having essential project information at the earliest possible time can orderly supply be arranged under normal procedures. Crash operations are expensive and time consuming.
- (4) A Coordinator is assigned to each area division from the staff of the Logistics Office. In the divisions surveyed previously these Coordinators are being used freely and to good advantage. They obtain logistical and supply information, work out solutions to mutual problems, expedite requisitions and shipments, provide assistance and guidance where possible, and otherwise help the division logistics personnel to perform their duties. This relationship does not exist in the SR Division. The Coordinator is used principally as a messenger only to carry papers back and forth between the two offices. The majority of logistics/supply/transportation coordination and expediting is being carried on by personnel of the Logistics Section of the division. It is feared that the FI staff and operators would resent the giving of any information concerning their materiel and supply problems to Logistics Office and might, as a result, withdraw cooperation already established on a personal basis with individual case officers.

This situation has been discussed with C/Admin, FI Senior Staff, who states that the Staff is aware of the condition but does not choose to take any corrective action at this time, on the assumption that, in time (possibly within one year), the matter will right itself. Whether or not the C/SR Division or higher authority should initiate action to resolve this problem, which is no doubt present to some degree in all divisions, is outside the scope of this survey. For the purpose of staffing evaluation, the premise must be accepted; however, if the situation were corrected, the Logistics Section, SR Division, could operate with less manpower.

- k. The SR Logistics Section has a supply room in which it is intended to stock an estimated 1000-1200 different operational items. The operation of the stock room is assigned to a Logistics Officer, GS-9, with stock control maintenance by a Logistics Officer/Asst., GS-7. An Agency regulation, now being coordinated, proposes that Logistics Office establish a central operational stock room in J Building to carry all operational supplies now being stocked by area divisions, independent offices and staff elements. It states that, "This regulation shall further be interpreted to mean that it is contrary to

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Agency policy for area divisions and separate offices or staffs to maintain stocks of operational supplies ---". The installation of such a service will reduce the requirements for manpower in the Logistics Section/BR.

1. Overtime in the Logistics Section, for the period 21 June through 12 September, has averaged more than the equivalent of one full time employee - 91 hours per pay period. This appears excessive in view of the size of staff as compared to workload. It is explained that half of the staff members are new employees still in the process of orientation and training, that stock room and incidental records are being installed, and that the recent budget exercise required an unusual amount of work on the part of the Section. It is noted that the overtime is being reduced. Thirty hours of overtime were used in the pay period 30 August through 12 September.
- m. The Section, organized with [REDACTED] positions, gained an assistant supply officer in May, a logistics officer in July, and a secretary-typist in August, to reach its present strength of [REDACTED] people, plus the overtime referred to above. Justification for a larger staff, in comparison to other divisions, was stated to be:
 - (1) The fact that the Section is comparatively new and is still getting office systems and records developed and installed.
 - (2) That half of the staff is new and are in the process of being oriented and trained.
 - (3) Unwillingness on the part of case officers and staff personnel to provide logistics personnel with information concerning projects makes it necessary to provide logistics officers in day to day coverage of case officer desks in order to gather a minimum of information.
 - (4) The reluctance on the part of the Section to allow the Logistics Office Coordinator to perform his mission, thus making it necessary to provide Section personnel to perform coordination and expediting.
 - (5) The fact that it has been considered necessary that a stock of certain operational items be maintained in the division to supply operations on a crash basis when necessary.
 - (6) The fact that the FY Staff calculates on the basis of operational years, while the Division and the Agency operate on the FY basis, makes dual computation necessary in many instances.
- n. In the absence of established workload factors, approved standard time allowances applicable to such factors, and any historical data concerning the distribution of manhours to tasks, it is necessary to base judgement concerning T/O requirements on observation, estimation,

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the calculated impact of known proposals for revision of regulations and procedures, the possibility of eliminating or reducing activities, and by comparison with like elements in other divisions. The SR Division will rank with the lower third of the area divisions in allotments for the purchase of materiel (08-09 money) and in the number of projects. Some consideration must be given to the type and sensitivity of the projects, the type of materiel required, the sterility demands of the area, and the fact that operations are generally mounted from headquarters. Personnel on board, plus over-time expended, has averaged the equivalent of a six man staff since May 1953. During this period, in addition to conducting the day to day operations of the Section, the following non-repetitive tasks have been accomplished:

- (1) Orientation and training of three new employees. These people may be expected to be more productive from this date than they were during the period in question.
- (2) Preparation and subsequent editing of detailed logistics annexes for all known projects in the division.
- (3) Furnishing of logistical calculations in support of the 1954 budget and the several revisions thereto.
- (4) Development and installation of an Item Control Card system for all items of operational materiel listed on the logistics annexes and completion of most of the postings thereto.
- (5) Development of plans for, and the installation of, an operational stock room and incidental stock control system for the supplies on hand.
- (6) Development of general office routines and systems and oriented personnel in their operation, established lines of coordination and liaison, and in general organized the Section on its present basis.

Upon completion of the above non-recurring activities, and as new staff members become fully proficient, it seems obvious that a six man staff will be excessive to the requirements for the routine activities of the Section.

4. CONCLUSIONS.

- a. An evaluation of the SR Logistics Section must recognize certain fundamental differences in the operation of the SR Division as compared to other area divisions.
- b. The Section is a comparatively new element and is evidently just reaching a point of stability in its office systems, routines and performance.

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- c. The functions under which the Section is operating are adequate until such time as a uniform or prototype statement may be developed which can be accepted for all like elements.
- d. Revisions to procedures and regulations, now in the developmental stage, may have an effect on the Section when published, particularly in the case of the stock room now operated by this Section.
- e. The use of the word "logistics" as applied to the Section and its personnel in this division is more definitive of its activities than the word "supply" commonly used elsewhere.
- f. The grade structure resulting from a recent survey by Classification and Wage Division appears to be sound in that it provides for strong support in the logistics officer level. Current job descriptions are realistic.
- g. The Section is to be commended for having taken the initiative in the preparation of detailed Logistics Annexes for all operating projects. These documents form the basis for all logistical and budgetary calculations.
- h. In this division, as in all others, there is need for the development of standards governing the issue, replacement and disposal of vehicles and action should be started along this line by this Division.
- i. As noted in previous reports, there is need in all areas for a procedure which will assure the immediate delivery to this headquarters of Declarations of Trust for vehicles purchased from Agency funds by covert agents and other persons.
- j. The Section should contact elements of the Logistics Office having responsibility for vehicles and real estate to assure that duplicate records are not being maintained under the provisions of recent procedures.
- k. General services-housekeeping-administrative type activities, as detailed in Tab B, should be withdrawn from the Logistics Section and assigned as additional duty to a clerk of appropriate grade and title attached to the office of C/Admin in order to remove these low grade duties from a specialized staff element and prevent their performance by, or interference with, employees of a grade not commensurate with the tasks.
- l. The situation discussed in Paragraph 3j should be brought to the attention of the Division Chief to determine if any action should be taken to bring about a more satisfactory relationship between elements of the division Admin Staff and the FI staff and operating personnel.

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- m. Upon publication of the Agency regulation referred to in Paragraph 3k, and the installation of the operational supply room provided for therein, the need for the Section to operate the present supply room will not exist and one (1) Log/Sup Officer position can then be removed from the Section T/C.
 - n. The Coordinator provided by the Logistics Office should be utilized immediately to the full extent of his mission in the performance of any and all coordination, expediting, problem resolution and information interchange between the Logistics Section and the several elements of the Logistics Office, thus saving to the division the time of Logistics Section personnel who are now performing these functions. This action, coupled with evidence of present over-strength discussed in Paragraph 3n, should permit the immediate release of one T/C position from the Section.
 - o. The Logistics Section, now well on its way towards stable organization and operation, and with personnel oriented and experienced in their jobs, making full utilization of the Coordinator, given reasonable cooperation by staff and case officer personnel, and relieved of the stock room and stock control activity and all non-specialized duties, should operate easily with three (3) positions - two qualified logistical officers and one competent clerk having typing ability. This conclusion takes into consideration the problems peculiar to this division and the fact that the division has comparatively fewer projects, less personnel to deal with, and lower materiel allotments.

5. RECOMMENDATIONS.

- a. That the SR Division undertake the development of a set of appropriate standards by which to evaluate requests for the purchase/issue/replacement/disposal of vehicles, such standards to be in support of an over-all Agency policy statement now under consideration by Logistics Office.
- b. That DE/P/Admin initiate the development of an enforcing mechanism to implement present procedures concerning the submission of Declarations of Trust on vehicles purchased by deep cover individuals from funds provided by the Agency.
- c. That C/Admin/SR bring to the attention of the Chief/SR Division the situation discussed in Paragraph 3j for determination as to what corrective action he may choose to initiate.
- d. That all general service/administrative/housekeeping activities, as detailed on Tab B, be removed from the Logistics Section and assigned as additional duty to a clerk of appropriate grade in the office of the C/Admin.
- e. That C/Admin/SR direct the C/Logistics Section to utilize the Logistics Coordinator to the full extent of his mission in the performance

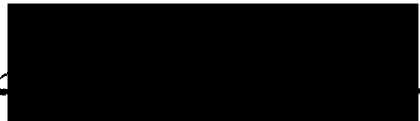
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of any and all coordination, expediting, problem solution and information inter-change between the SR Division and the several elements of the Logistics Office.

f. That the T/O of the Logistics Section/SR Division be reduced as follows:

(1) Two (2) positions immediately - one based on the calculations in Paragraph 3n and one on full utilization of the Coordinator, the transfer of non-specialized tasks (5c above), and on improved cooperation from staff and case officer personnel.

(2) One (1) position when the proposed operational stock room (see Paragraph 3k) is installed and operating.



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Analyst, Management Office

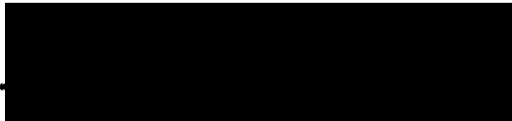
Attachments:

A thru D

TECHNICAL ADVISOR:

Logistics Office Representative:

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Inspection and Review Officer

APPROVAL:

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Asst. Management Officer, DD/A
(For the Clandestine Services)

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